

Executive Summary

Assessment Findings

At the request of the City Manager, the Fresno Police Department was asked to conduct an organizational assessment of the City of Fresno, Parks, Recreation and Community Service Department (FPRCS). The goals of this assessment are to identify the strengths and areas of improvement of FPRCS which enhance the quality of community life and ensure the safety of children in parks and while participating in recreation activities.

To accomplish this, the existing FPRCS organization was researched and a combination of observations, interviews, and surveys were used during community forums, community leader surveys, employee surveys, staff interviews, and employee interviews.

From the information obtained, several areas were identified and reported within the context of this assessment. The areas identified included a Department Overview, Accountability, Organizational Structure, Safety, Communications, Park Space, Marketing, Director Duties, Tree Fresno, Ancillary Duties, Vehicles, Restrooms, and the Recreation Leader positions. From the data collected, recommendations were made to improve the efficiency of the organization and to meet the goals set by the City Manager for this assessment.

Accountability is the process of assigning responsibility for a task or duty (input) and determining the quality of the work product (output). Areas of improvement were identified as training supervisors, decreasing the supervisor/subordinate ratios to limit City liability, and rotating supervisory staff as a means of personnel development.

The present organizational structure was reviewed to determine efficiency. Public sentiment was overwhelmingly in favor of retaining the current structure without Police Department intervention. The function of the Parks Division was assessed. Based on these finding it is suggested that the City move forward with the recommendation made by the Macias Consulting Group to consolidate Mall, Street Tree, Median, and Parkway Landscape and Maintenance services under Public Works. The City Council has suggested a marketing plan exploring public and private operation of the Zoo as a means of increasing efficient operations of ths Division.

Safety issues were identified based on public perceptions. Based on this information, changes were suggested to create a closer collaboration with the Police Department by forming a joint committe to evaluate and monitor safe parks and programs, to provide safety training and equipment for Recreation Leaders, and to develop Parks that promote safe use through environmental design.

Internal communication issues suggested that the current organizational structure needs to “flatten out” to promote effective communications and protect the integrity of information passed through the organization. Areas for improvement were also identified in FPRCS meeting attendance to facilitate information sharing and in technological improvements to promote communication.

Park space was evaluated and determined to meet the standards set forth in the 2025 General Plan, but falls short of the mark set in the Trust for Public Land Survey. Although open space increases have occurred over the past several years, operation and maintenance funding has not kept pace.

Public comment suggested that the community is not adequately informed of specific programs or activities which, if improved, could lead to enhanced quality of life for participants.

The FPRCS Director duties were analyzed and it was recommended, based on the identified responsibilities of this position, that hands-on management for capital projects be moved to a newly created Management Analyst position so that the FPRCS Director can focus on policy issues and forging collaborations.

Currently, the City contracts a portion of the median maintenance with Tree Fresno. Numerous problems were identified and compared to complaint data from Parks employees providing a similar service. From this data, it was suggested that the FPRCS staff look at the existing contract and determine areas where service improvements can be made.

Ancillary duties, such as management of the Memorial Auditorium and the supervision of SPCA and social service contracts, may be inconsistent with current mission and function of FPRCS. These duties can be moved to other entities within the City of Fresno to streamline the operation and alleviate inconsistent functions within this Department.

Vehicle requests were made by almost every facet of this Department. Requests for specialized work equipment from Parks employees, and transportation vehicles from Recreation personnel were identified as needs.

Restroom conditions were brought up in all segments of public meetings. The condition was generally characterized as “poor” to unhealthy. It was determined that conflicts in job responsibilities coupled with poor staffing was the root cause of this issue.

Assessment Recommendations

Recommendation 3.1.4 Parks Supervisors should receive specific training in leadership, counseling, effective supervision, documentation, discrimination, sexual harassment, accountability and workmen's compensation as a means of limiting City liability.

Recommendation 3.1.5 The Department should provide inmate crew uniforms that differentiate them from Parks employees.

Recommendation 3.2.1 Management should reassess task assignments and job duties for all supervisors as a means to increase in-field supervision of Recreation Leaders and Service Aids.

Recommendation 3.2.2 It is recommended that all Supervisor, Recreation Leader, and Service Aid positions be considered for rotation as a means of personnel development.

Recommendation 3.2.4 Recreation Supervisors should receive specific training in leadership, counseling, effective supervision, documentation, discrimination, sexual harassment, accountability and workmen's compensation as a means of limiting City liability.

Recommendation 3.3.3 Zoo Supervisors should receive specific training in leadership, counseling, effective supervision, documentation, discrimination, sexual harassment, accountability and workmen's compensation as a means of limiting City liability.

Recommendation 4.5.0: It is recommended that the Parks & Recreation Department and the Public Works Department move forward with the recommendation made by the Macias Consulting Group to consolidate Mall, Street Tree, Median, and Parkway Landscape and Maintenance services under Public Works.

Recommendation 5.2.0 The Recreation Manager should coordinate and present additional training in supervising and controlling the activities that take place in the park to benefit the Recreation programs. Managers should also consider ways to implement "Broken Window" theory applications.

Recommendation 5.3.0 (a) The Police Athletics League (PAL) and the Recreation Division should collaborate to expand existing PAL programs, and develop new activities into other parks and recreational facilities.

Parks, Recreation & Community Service Department

Recommendation 5.3.0 (b) FPRCS should explore ways to fully implement the "Adopt

a Park” program as stated in their Strategic Plan by approaching not only businesses and clubs, but also including District Police officers, neighborhood organizations and individual citizens as a potential resource for this program.

Recommendation 5.3.0 (c) Consideration should be given to allow Recreation Leaders to carry Police Department radios, for immediate contact with police personnel during emergencies. This should be publicized as a safety feature to increase participation.

Recommendation 5.3.0 (d) FPRCS should explore the use of alternate policing, Citizen Patrols, or Neighborhood Watch groups, or private security to increase security and crime prevention at the parks.

Recommendation 5.3.0 (e) FPRCS should continue to plan and modify park design to include placing police call boxes and report writing stations in parks, upgraded lighting and landscaping which will promote Crime Prevention Through Environmental Design.

Recommendation 5.3.0 (f) It is recommended that the City Manager’s Office establish a Parks Safety Committee to include Police Department staff and FPRCS personnel. This Committee should meet regularly to identify safety issues and develop interdepartmental strategies. The committee members should be held accountable for maintaining a safe environment for City parks and recreation programs.

Recommendation 5.3.0 (g) It is recommended that the bathrooms at all parks be evaluated for structural and design changes that would discourage this criminal activity as well as increase supervision and inspection of these facilities.

Recommendation 6.1.0 It is recommended that Supervisor II’s be required to attend all staff meetings to participate in the exchange of information.

Recommendation 6.1.1 It is recommended that minutes be taken at these meetings to allow the information generated to be passed to all levels of the organization.

Recommendation 6.2.0 It is recommended that a restructuring of the reporting relationship of the Assistant Director position would improve the internal communication and reduce the layers of supervision by flattening out the organization of the Department.

Recommendation 6.2.1 It is recommended that voice mail be provided for all FPRCS employees.

Recommendation 7.1.1 It is recommended that the FPRCS Director conduct additional research to determine whether the General Plan per acre amount is low for as compared to other cities.

Recommendation 7.1.5 It is recommended that FPRCS work closely with the League of Cities, the National Recreational and Park Association, and the California Parks and Recreation Society to lobby and educate the legislators regarding the need to include operations and maintenance funding in grants.

Recommendation 7.1.6 (a) Consideration should be given to seek approval to raise the UGM fees to purchase and develop new parks, and to explore resources for operation and maintenance costs.

Recommendation 7.1.6 (b) Explore the possibilities of increasing available funding through assessment districts or a sales tax.

Recommendation 7.1.6 (c) It is recommended that FPRCS explore additional opportunities to develop collaborative efforts that are currently taking place with the Metropolitan Flood Control District to build new parks.

Recommendation 8.1.2 It is recommended that a marketing specialist or public information person be added to FPRCS to develop a marketing strategy.

Recommendation 9.1.1 It is recommended that a Management Analyst position be added to the Department and that responsibilities for management and administration of capital projects should be transferred to this position.

Recommendation 10.2.0 It is recommended that the terms and conditions of this contract need to be reviewed and reconsidered by FPRCS.

Recommendation 11.2.0 Responsibility for the Memorial Auditorium should be transferred to the Convention Center.

Recommendation 11.4.0 The Social Services and SPCA contract responsibilities should be moved to the Finance Department.

Recommendation 12.3.0 It is recommended that FPRCS work with Risk Management to explore methods of providing transportation while limiting the City's exposure to liability.

Recommendation 13.1.0: It is recommended that staffing levels be adjusted so that bathrooms in parks and recreational facilities can be cleaned a minimum of three times a day on weekends.

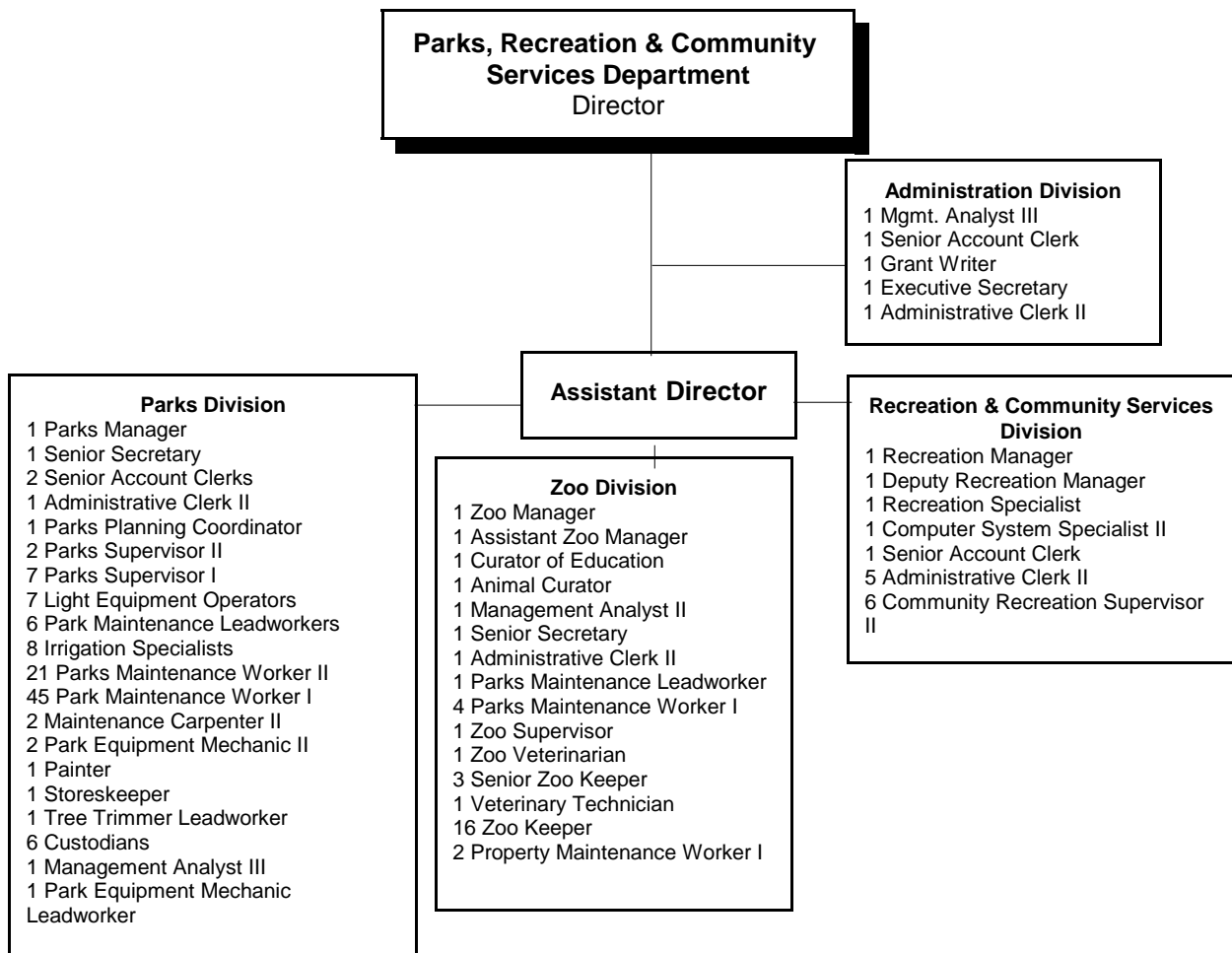
Recommendations 14.1.4: FPRCS should seek an opinion from Labor Relations to determine if, under the current job description, Recreation Leaders can be assigned to maintenance and janitorial type duties and the supervision of volunteers and other outside help.

Chapter One

Parks, Recreation & Community Service

Department Overview

The mission of the Fresno Parks, Recreation and Community Services Department (FPRCS) is to enhance the quality of life through management of a diversity of park sites, facilities, and programs. To accomplish this, the Department is organized into four major divisions as Demonstrated by the following organizational chart:



Administration Division:

The Administration Division manages 384 Parks, Recreation & Community Service employees and a proposed operating budget for FY 03 of \$21,750,340. One of the major tasks for this Division is to manage a capital improvement program that includes 29 major capital projects with a budget in excess of \$9 million, including projects funded under the voter-approved "Safe Neighborhood Parks, Clean Water, and Clean Air and Coastal Protection Bond Act of 2000." The Division maintains active partnerships with Fresno Metropolitan Flood Control District, Coalition for Community Trails, San Joaquin River Parkway and Conservation Trust, San Joaquin River Conservancy, and Fresno Irrigation District. The Division also is responsible for setting guidelines and policy for the current operational requirements and future needs of the Department.

This Division increased public awareness about the programs, facilities, and recreational activities offered by developing and distributing the first ever comprehensive Parks and Recreation Department brochure detailing park sites, recreational programs, and services.

Parks Division:

The Parks Division is responsible for the maintenance services provided for Regional Parks, Neighborhood Parks, Community Centers, Median Islands, and Landscape Buffers. The Division installs irrigation, trees, and shrubs in previously unlandscaped medians. In addition, Parks, through cooperative efforts with the Local Conservation Corps, is currently replacing numerous older playground tot-lots citywide. Finally, the Division is responsible for maintenance services provided on Downtown Fresno's public grounds. The services the Division provides enhances the quality of life for the community through the public landscape facilities that it maintains.

The Parks Division continues to develop and enhance the use of inmate labor, currently using four, eight-person crews. These crews have been used in Landscape Lighting Maintenance Districts as well as Community Facility Districts to provide landscape maintenance services.

Through a collaboration with the Police Department, a second Community Science Building was installed at Granny's Park and became operational. An \$18,025 grant from an anonymous donor was received through the Fresno Regional Foundation for the purchase of equipment and supplies for the building.

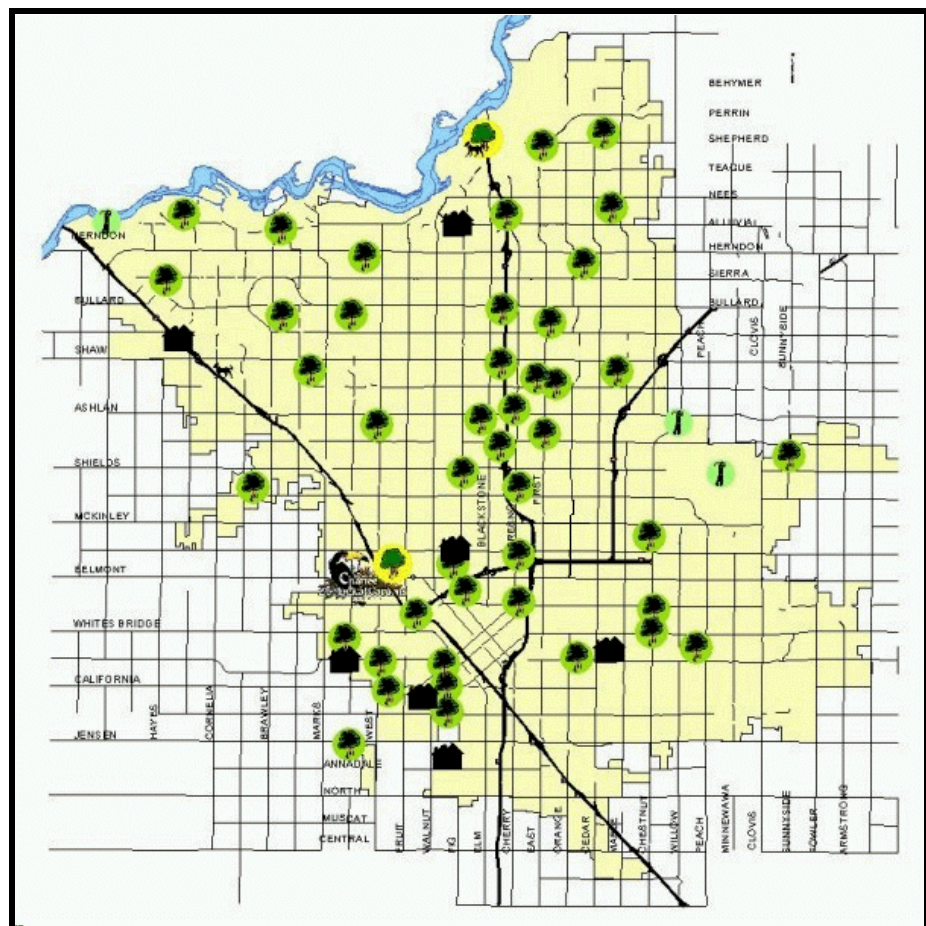
Parks completed the replacement of ten playground tot-lots throughout the City, and added

climbing walls at regional parks. Through a cooperative effort with the Local Conservation Corp, older tot-lots have been replaced with new structures that offer challenging play for children while also providing American with Disabilities Act (ADA) accessibility for the mobility-impaired.

Construction was completed on six additional neighborhood parks, Pilibos Soccer Park, Selma Layne Park, Deran Koligian Park, San Pablo Family Park, Habitat for Humanity Park, and Spano Park. In conjunction with the opening of these parks, staff conducted a poll in which 86 percent of the users rated the cleanliness and quality of the maintenance as “good to excellent.”

The location of these facilities demonstrates the diversity and placement of the various parks located throughout the community. In total, there are 45 community parks, 3 Municipal Golf Courses, 2 Regional Parks, and 7 Community Centers in the City of Fresno.

The combined acreage under FPRCS management has increased to over 1,800 acres to keep pace with an estimated 1.5 million visitors that will utilize the various parks and community centers around Fresno in 2002.



Parks & Recreation Facilities in Fresno

Recreation and Community Services Division:

The Recreation and Community Services Division operates nine major program areas. The two largest are the Elementary After School Program which operates at 59 elementary school sites and the Neighborhood Parks and Community Center Program at 27 sites. Both provide a wide variety of recreational opportunities in arts and crafts, sports, games, cultural events, holiday activities, youth clubs, and citywide special events. Within the Neighborhood Parks and Community Center Program is the popular Community Science Workshop Program, where youth are taught informal science in a recreational setting. Also within the Recreation Division is the Therapeutic Program, Aquatics Program, Youth-At-Risk Program, and Community Sports Program which is a fee-based adult sports program providing both tournaments and leagues for outdoor and indoor soccer, softball, baseball, basketball, and flag football. The Division also provides recreational activities for Senior Citizens and participates in the Senior Citizens Hot Meals Program. The Division works closely with the Fresno Madera Area Agency on Aging in monitoring and guaranteeing the quality of programs and services for our senior population. The Division is also a participant in the National League of Cities Technology Grant. This grant was awarded to the City in FY 02 for the development of quality after school educational and recreational programs.

In addition, the Division operates the Veterans Memorial Auditorium and administers the Social Services Funding agreements. The Division works closely with a variety of community service agencies such as the Police Activities League, Lane Neighborhood Revitalization Association, Chicano Youth Center, Boys and Girls Clubs, Pinedale Cares Association, Fresno, Clovis, West Fresno and Central Unified School Districts, and the CERIA Youth Foundation in collaborative efforts to identify and meet the needs of our culturally diverse community.

The Division has been actively seeking grant funds for the purchase of a mobile science vehicle, to expand the Community Workshop Program. The mobile program will take the informal science program to children and youth in residential neighborhoods, elementary after-school sites, and parks. The vehicle will be totally self-contained with science equipment, supplies, tools, and a computer lab.

Zoo Division:

The Zoo Division operates the nationally accredited Chaffee Zoological Gardens for the benefit of Central California communities. The Zoo has proven to be an important educational asset for teachers and schools in the Central San Joaquin Valley. The Zoo will continue to benefit from the efforts of the Zoological Society and community and volunteer support that supplements City

resources. The Zoo was able to maintain national accreditation of the American Zoo and Aquarium Association (AZAA), the largest professional organization of its kind in the world.

To receive this accreditation, Zoo staff completed major maintenance renovations to the center hoof area of the Zoo that includes giraffe, zebra, and antelope exhibits. Staff also were able to complete water main construction providing future access to City water for all new zoo projects.

In the last two years, the Zoo Division conceived and developed two new special programs to keep youth involved and off the streets. The two programs are Jr. Docents for youth 14-16 years old, and Zoo Volunteers for students 16-years old and older. These programs are fully funded through the Volunteer Zoo Lynx Docent Program.

Zoo attendance increased in 2002 to over 390,000 people with an estimated 300,000 paid admissions through the gates. This translates into an estimated revenue of over \$1.8 million for 2002.

To promote attendance, and the various cultural, educational and entertainment activities, the Zoo Division coordinated and worked closely with the Fresno Ad Federation's Jack Moody Community Action Project Committee in the design and implementation of a very successful public awareness campaign. The campaign has been submitted for both regional and national marketing award programs.

Chapter Two

Objectives, Scope, and Methodology

Objectives and Scope

In August 2002, staff from the Police Department were assigned to FPRCS with the objective of facilitating a departmental assessment at the request of the City Manager. This request outlined the scope and objectives of the assessment to include the use of internal and external feedback tools for assessment, as well as the identification of strengths and weaknesses within the FPRCS resulting in a report and recommendations based on the findings to be forwarded to the City Manager.

The goals of this assessment process, as stated by the City Manager, are to promote community connectivity with FPRCS by increasing community visibility, promoting programs within the Department that enhance the quality of community life, and identification of those FPRCS programs which are held in high regard within the community. In addition, the goal of this assessment process is the development of a closer working relationship between the Police Department and FPRCS to ensure the safety of children in parks and while participating in recreation activities.

Methodology

In order to accomplish these goals, a process was developed which included six steps:

- Community forums.
- Community leader surveys.
- Employee surveys.
- Staff interviews.
- Employee interviews.
- User surveys.

Community Forums:

Seven community meetings were scheduled (one in each council district), to determine the public's expectations of Parks and Recreation and how those expectations were being or not being met. The community was also asked to identify any specific concerns they may have with FPRCS. The public was asked about the structure of the department. They were also asked whether they felt safe in parks and if there was adequate supervision and if they felt there was adequate park space available.

The Nominal Group Technique (NGT) was used to determine the public's priorities in these areas. To notify the public of these meetings, staff worked with the various council members and their aids to better target their constituency obtaining lists of names for direct mail meeting announcements. Over 7,000 mailers were sent out to the community with an additional 1,000 placed at park and Zoo entrances. The City's public information officer assisted by having the dates and locations advertized in the Fresno Bee's "City-Wide" section. The meetings were conducted at various city schools and community centers. A total of 86 people were interviewed at these meetings.

Community Leader Surveys:

The director, assistant directors and supervisors were all given the opportunity to participate in putting together a list of community leaders, and asked to submit these names. Over 250 names were initially submitted. Of the initial list of names, 93 were selected. A cross-section of business leaders, educators, police executives and active members of the community were chosen. The list also included former Parks and Recreation Directors and experts in the area of landscape design. FPRCS Director Primavera then sent a letter to the community leaders outlining the assessment process and requesting their participation. Deputy Chief Enmark, Lieutenant Bennink, the director, assistant director, managers and supervisors in FPRCS then made personal contact with the community leaders and conducted the interviews.

The community leaders were asked what their expectations were of FPRCS, how their expectations were being met, and their recommendations on how to meet the expectations. They were also asked their opinion on the structure of FPRCS and safety in the parks. Of

the 93 community leaders, 71 (76.3%), agreed to the interview process.

Employee Surveys:

Separate employee surveys were created for Parks employees, Recreation employees and Zoo employees. A survey was also created for the Supervisor I level in the Parks Department, Recreation Department and the Zoo. In addition, a survey was created for the Administrative Support staff in the Parks, Recreation and Zoo divisions.

In these surveys, employees were asked the following:

- To identify barriers within the department that restricted their ability to perform their duties.
- What activities they felt they spent too much time doing, and what activities they wanted more time to perform.
- What resources the FPRCS could provide to improve efficient and quality of service.
- What their greatest concerns were for the department and its delivery of service
- What they felt they did well in providing service.
- Employees were also asked to provide input on the structure of FPRCS and make suggestions for improvements.

A total of 358 surveys were sent out to employees, of those, 218 (60%) were completed and returned. A total of 20 surveys were sent out to the Supervisor I level and 20 (100%) were returned completed. A total of 17 surveys were sent out to the Administrative Support personnel and 13 (76%) were returned completed.

Staff Interviews:

Dr. Mathis, a consultant retained by the City Manager's office, conducted sensing interviews with the director, assistant director and the managers of Park, Recreation, Zoo and Administration. He also interviewed all of the personnel at the Supervisor II level. His report and recommendations will not be included in this report and will be given directly to the City Manager's office.

Employee Interviews:

Janice Schreuder, an associate of Dr. Mathis, conducted sensing interviews with 25 employees. These employees were a cross-section of employees from Parks, Recreation and the Zoo divisions. Ms. Schreuder then completed an overall assessment of these interviews.

User Surveys:

A survey was created to determine the satisfaction level of members of the community who recently used park facilities or participated in a recreation activity.

The respondents were asked:

- If they felt there was sufficient park space for their needs.
- To rate the quality of the grounds and facility maintenance.
- If the staff was helpful, available and if they received useful information in a timely manner regarding services and/or parks programs.
- What type of programs they would like to participate in and which groups of people needed additional services within the community.

Two groups of users were given the same survey. The first group of users were recreation users at various community centers and recreation sites. It is unknown how many surveys were handed out, however 118 surveys were completed and turned in. The second group were 100 members of the public who had recently rented/reserved park shelters in the past six months. Of the 100 surveys sent out, 21 (21%) were returned.

Span of Control Analysis/Supervision:

A span of control analysis was conducted, and the FPRCS organizational charts were obtained. Data was also collected on the number of Supervisor I and II position allocations. Managers were interviewed with regards to supervision, deployment, scheduling and supervisor training.

Personnel Files/Accountability:

Personnel files were audited from Parks, Recreation and the Zoo. The file audit review

process included evaluations, due dates, content and timeliness, documentation of discipline, commendations and training records.

Calls For Service Analysis:

The Police Department was asked to provide a break down of calls for service in all parks within the city of Fresno for the years 2000, 2001 and 2002 to date. This information is to be included when examining the public's concern for safety in the parks.

Strategic Plan

The Parks and Recreation 2001-2004 Strategic Plan was reviewed. A status report was completed by the Assistant Director and is attached.

Chapter Three

Accountability

Accountability is the process of assigning responsibility for a task or duty (input) and determining the quality of the work product (output). Throughout this assessment process, the issues of accountability and responsibility were raised a number of times, both by Department employees and the public. Accountability is presented in Chapter Three as it was raised in the assessment process relative to Parks, Recreation and Community Service, and the Zoo identifying facets of reorganization, personnel files, supervisor to subordinate ratios and span of control issues, the use of inmate work crews, Tree Fresno, and training.

Parks Division

3.1.0 Parks Division: Accountability in General

Accountability for Parks employees was a concern brought up in both the line-level and supervisory employee surveys, as well as the community leader survey. In the employee survey, 35% indicated that they felt employees were not held accountable for work performed. Sixteen (16) out of the 80 respondents (20%) complained of poor deployment of personnel on job sites and poor coordination of resources. In the Supervisory Staff Survey, Question 3 asked “what activities would you want to spend more time doing?” 71% of the responding Supervisor I’s reported that they would like to spend more time in field supervision, following up on assignments, and in quality control.

This response, by both the line level employees and the supervisors indicates why issues were brought up during the community forums. These comments suggested that Parks employees needed to do a better job of controlling litter problems, maintaining grounds, and providing “better supervision of activities in the parks.”

In the Community Leader surveys, frequent and reoccurring comments included a need for enhanced supervision and more accountability for Parks employees. The second comment was that there was a lack of supervision for employees and poor accountability. The issue has been raised that failure to supervise adequately may needlessly expose the City to substantial liability. This is an

issue that needs immediate attention to avoid this outcome.

There is, however, a notable conflict between two of the survey instruments. In response to question number two of the Community Leader survey, a frequent recurring comment was that the Parks Division was meeting their expectations and that maintenance was acceptable given available budget constraints.

The assessment findings are consistent with section F-3 of the City of Fresno 2025 General Plan regarding open spaces and recreation elements. The policy statement of section F-3-g states that the City of Fresno should "...promote safety, attractiveness, and compatibility between parks and adjacent residential areas through proper design, adequate maintenance, and supervision to enforce park regulations."

3.1.2 *Parks Division: Reorganization*

Steps have been taken to increase accountability. The past Parks Manager came to this position on August 1, 1996. He was also part of the committee that wrote the strategic plan for FPRCS, specifically Goal "M" which required the Department to evaluate the organization regarding restructuring and assignment of responsibilities at all levels. At that time, Parks went through a restructure. The original configuration in Parks called for groups of employees with "like" responsibilities to report to a single supervisor, i.e. all light equipment operators reported to one supervisor and all irrigation specialist reported to yet another. These supervisors then assigned their workers all over the City to take part in jobs with other employees. This caused the workers to criss-cross the city several times to get to various job sites. It also caused problems with trying to determine who was actually responsible for the specific job sites.

Under the reorganization which took place in September 2001, the manager put together teams of workers that included several specialties. These teams reported to a single supervisor and they were assigned a specific geographical location. The supervisors could make assignments to their teams and the manager could hold the supervisors and their crews responsible for the work performed. This was done to increase accountability. This may be having its desired affect.

In a recent meeting in District 3, one of the comments made by the group was that there has been a noticeable improvement in parks maintenance in the last two years. One additional comment was that there also is a noticeable improvement in the Fulton Mall maintenance.

3.1.3 *Parks Division: Personnel Files*

A review of the personnel files for Parks reveals corrective action is taken when needed. 90% of the files had current evaluations for the employees. In these evaluations, the narratives supported the

ratings that were given to the employees. Several files contained corrective actions in the form of counseling memos and letters of understanding. Files also contained up-to -date information on training that each employee has received.

3.1.4 *Parks Division: Supervisor-Subordinate Ratios*

A review of the Division organizational chart shows that two Supervisor II's report to the manager. One of the supervisors has the North end of Fresno and the other the South end of Fresno. The North end Supervisor II has four Supervisor I's reporting to her, and the South end Supervisor has three Supervisor I's reporting to him. The Supervisor I's have 13 to 24 workers, of all specialities, reporting to them. Although the supervisor-to-worker ratio is high, Supervisor I's see all of the workers at the beginning of the day for their assignments. Many of the workers have assignments on specific routes which allows the supervisor to track their activity throughout the day. Supervisors generally monitor each of their workers two to four times each day.

According to managers, employees that are promoted to supervisor do not consistently receive specialized training as it relates to supervision, documentation, accountability, supervising difficult employees and employee rights prior to assuming the supervisor responsibilities. The strategic plan developed by FPRCS identifies as one of its goals to develop a five year training plan for all of its employees. To date there has been no progress in this. The Parks manager states that there is no money in the budget for training. This has been confirmed by the Assistant Director.

Recommendation 3.1.4 Parks Supervisors should receive specific training in leadership, counseling, effective supervision, documentation, discrimination, sexual harassment, accountability and workmen's compensation as a means of limiting City liability.

3.1.5 *Parks Division: Inmate Work Crews*

Currently Parks uses four, eight person inmate crews in the City for parks maintenance. These inmate crews consist of people who have been convicted of low-level crimes and are serving their time in the Fresno County Jail. They are supervised by a Parks maintenance worker. They travel in their assigned area as a group, in a van, and stay together working a single site. As was brought

up during a Community Leader interview, the prisoners, by their lack of identifiable uniforms, cannot be distinguished as inmates of the County Jail. When on a work site with Parks employees, the perception held by the public is that the less than hard working inmates are actually Parks employees, lending itself to the mistaken belief that Parks employees are poorly deployed.

Recommendation 3.1.5 The Department should provide inmate crew uniforms that differentiate them from Parks employees.

Recreation & Community Service Division

3.2.0 *Recreation Division: Accountability in General*

Accountability was a concern brought out in the sensing interviews with Dr. Mathis' Associate, Janice Schreuder. In her report the following comments were made:

- Management is permissive without clear goals.
- Better communication is needed, and responsibility for supervisors in carrying out goals and objectives.
- Morale in Recreation is poor, not a strong management team and unclear goals.

In the Supervisor I survey, some identified they were spread too thin and supervisors supervised too many sites. As a barrier within the Department it "...restrained their abilities to perform at their best to provide quality recreation." When asked what work activities they would like to have more time to do "...staff, training and development was a top priority" and also mentioned was "...visitation and supervision programs at school sites."

In the community leader interviews, the following comments were made:

- Enhance supervision and more accountability for recreation leaders.
- Lack of supervision for employees. No accountability.
- Recreation leaders are not supervising the park and enforcing rules.

3.2.1 *Recreation Division: Reporting and Organizational Structure*

The Recreation Manager has five Supervisor II's who report to him. Supervisor II's have a total of ten Supervisor I's reporting to them. The numerous programs Recreation are responsible for are then divided among the Supervisor I's.

The Recreational Leaders and Service Aids who work for the Supervisor I's report each day to the various program sites. They generally do not meet at a central location with the supervisors. As a

result, the recreation leaders and service aids have no day-to-day contact with the supervisors.

Supervisors can have as many as 21 Recreation Leaders and as many different recreation sites reporting to them. In addition, the work load among Supervisor I's is not divided equally. As an example, one of the Supervisor I positions has only one recreation site that they are responsible for, Dickey Playground. According to the Recreation Manager, Supervisor I's are required to contact each of the sites at least one time a month and document the contact. The Supervisor I's also have a meeting one time a month with Recreation Leaders and Service Aids. The only other contact that is made routinely is a bi-weekly contact, when the Recreation Leaders and Service Aids pick up their paychecks.

In the Supervisor I survey, question #2 asked "...what work activities do you believe you spend too much time doing?" The responses indicated:

- Picking up and delivering supplies and equipment
- Additional work because of vacancies.
- Worry about permanent/intermittent employees
- Monitoring paper work for new hires.
- Fingerprint cards and waivers.
- Handling the phones.
- Creating flyers.
- Budget decrease scenarios.
- Program justification paper work.

Supervisors reported that their time needs to be managed in such a manner that they have more time to dedicate to field supervision. Consideration should also be given to have employees report to a central location with their supervisor for instruction and direction at the beginning of each shift.

Failure to adequately supervise results in increased liability exposure. Recreation Leaders and Service Aids, who work continuously with children, receive minimal training and almost no supervision. This creates a significant exposure to liability, and needs specific and immediate attention. Although in the Strategic Plan, Goal "M" calls for an evaluation of the organization for the restructuring and reassignment of job duties at all levels, this has yet to be accomplished.

Recommendation 3.2.1 Management should reassess task assignments and job duties

to all supervisors as a means to increase in-field supervision of Recreation Leaders and Service Aids.

3.2.2 *Recreation Division: Supervisor Rotation*

Recreation has a total of 15 supervisor positions. Supervisors are assigned to satisfy the needs of the Department. These typically occur when someone retires or is promoted. Supervisors generally remain in an assignment three to seven years. There is no internal policy in place to rotate supervisor assignments for personnel development. As examples, there is a Supervisor I that has remained in a job assignment without rotation for 15 years, and a Supervisor II who has been in their assignment for ten years. Rotation provides opportunities for cross-training, allows employees to come into the position with a new perspective and creates opportunities for employees to network with the large number of agencies in collaboration with Recreation. This type of development prepares the employee for a wide range of tasks. It also develops employees for future promotional opportunities.

Recommendation 3.2.2 It is recommended that all Supervisors, Recreation Leaders, and Service Aid positions be considered for rotation as a means of personnel development.

3.2.3 *Recreation Division: Personnel Files*

A review of the personnel files in the Recreation Department was conducted. All files contained evaluations that were current. A large number of files contained commendations. There was not, however, any records that documented training the employees received. The manager advises the sign in sheets for the various courses employees attended are kept in a separate file. The training information is not broken down into separate employee files. There appeared to be a significant lack of documentation for any type of counseling or discipline. As a result, a second random sampling of files was reviewed to verify the result. In total, 30 files were reviewed and only four items were found documenting discipline or counseling. This is considerably low when compared to the Parks and Zoo files.

3.2.4 *Recreation Division: Training*

The manager advises that there is no standard of training for new supervisors in the Recreation Division and there is no training budget. He advised that the supervisors do receive in-house training whenever it is provided by the City of Fresno. At my request, Recreation supervisors submitted a list of training that they have received. A review of these lists revealed the supervisors have received training that is important for “first line” supervisors, i.e., discrimination, evaluations, grievances, discipline, documentation, etc. The amount of training and the type of training varied to some extent

from supervisor to supervisor.

According to managers, employees that are promoted to Supervisor do not consistently receive specialized training as it relates to supervision, documentation, accountability, supervising difficult employees and employee rights prior to assuming the supervisor responsibilities. The strategic plan developed by FPRCS identifies as one of its goals to develop a five year training plan for all of its employees. To date there has been no progress in this. The Recreation Manager states that there is no money in the budget for training. This has been confirmed by the Assistant Director.

Recommendation 3.2.4 Recreation Supervisors should receive specific training in leadership, counseling, effective supervision, documentation, discrimination, sexual harassment, accountability and workmen's compensation as a means of limiting City liability.

Zoo Division

3.3.1 *Zoo Division: Accountability in General*

The issue of accountability within the Zoo only came up in one area, the Supervisor I survey. Answering the question "Are there any barriers within your department that restrict your ability to perform at your best to provide a quality Zoo facility to the public?" One of the reported comments was that the Supervisor-to-Employee ratio is too high.

In response to "What work activities do you believe you spend too much time doing?" an answer suggested that too much time was spent doing Zoo Keeper work, taking time away from supervision responsibilities. Finally, it was asked "What work activities would you like to have more time to do?" The responses indicated that "assessment and evaluation" were important tasks.

3.3.2 *Zoo Division: Organizational Structure*

The organizational charts suggest, and discussions with Zoo staff confirms, that depending on the day of the week, supervisors can be responsible for as many as 15 workers. Supervisors have day-to-day contact with the workers in locations that represent fairly small geographical areas. Supervisors are on hand to deal with day-to-day problems as they occur. The occasional staffing shortages do create additional problems for the supervisors.

3.3.3 *Zoo Division: Personnel Files*

A review of personnel files for the Zoo revealed that all of the files had current evaluations for employees. Several of the files contained corrective actions in the form of counseling memos and/or letters of understanding. The only information that was lacking was training information. The files

reviewed did not contain up-to-date information on training received by employees. There was one exception in that recent training given in the area of discrimination was noted in each of the files.

3.3.3 *Zoo Division: Training*

Employees that are promoted to supervisors do not receive any specialized training as it relates to supervision, documentation, accountability, and supervising difficult employees. Staff advises that there is no standard of training for new supervisors and there is no budget for this. Supervisors receive in-house training whenever it is provided by the City.

Recommendation 3.3.3 Zoo Supervisors should receive specific training in leadership, counseling, effective supervision, documentation, discrimination, sexual harassment, accountability and workmen's compensation as a means of limiting City liability.

Chapter Four

Organizational Structure

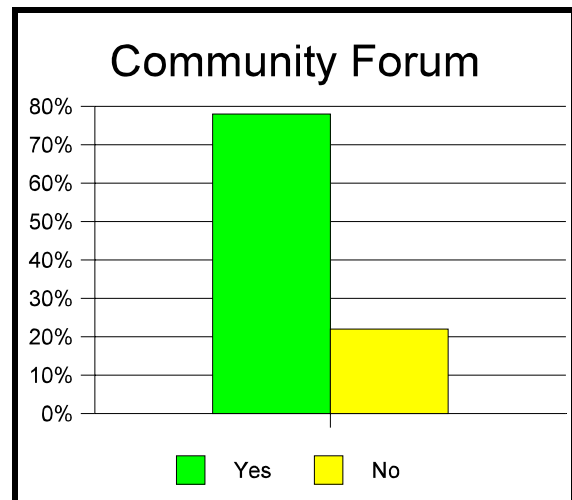
4.1.0 *Organizational Structure: General Issue*

At the seven community meetings, participants were asked “..is it effective and efficient to keep Parks, Recreation and Zoo under one Department”, Yes or No. “If no, what type of organizational structure do you believe would better serve the public.” This question was also asked of all Parks, Recreation and Zoo employees as well as Community Leaders.

4.2.0 *Organizational Structure: Community Forum Response*

A total of 86 members of the community who participated in the public forums responded to this question as follows: 78% yes, (current organization is effective and efficient), 22% no, (current organization is not effective and efficient).

Of those that responded No, the following comments were made as suggestions for improving the operation of this Department:



- Zoo could stand alone, should explore other models.
- Separate Recreation from Parks and Zoo.
- Zoo should be run by professionals.
- Zoo could be independent with the City assistance.
- Police should not take over Parks and Recreation.
- Should be a greater cooperation with Police.

- Police have no place in Parks and Recreation.

4.3.0 *Organizational Structure: Line Personnel Responses*

77% responded yes, (current organization is effective and efficient), 23% no, (current organization is not effective and efficient). Individual comments made by those who did not feel the current structure was effective included:

- Zoo should be privatized.
- Zoo should be regionalized.
- Zoo should be a separate department.

4.4.0 *Organizational Structure: Community Leader Survey*

70% yes, (current organization is effective and efficient), 30% replied no, (current organization is not effective and efficient). Comments made by those who did not feel the current structure was effective included:

- Zoo should be independent with the public, private funding (24%).
- Police should not get involved with Parks and Recreation (17%).
- Police should collaborate for safer parks (10%).

On December 10, 2002, the Assistant City Manager presented to Council an update on the Zoo. Council then requested that the City Manager's staff and the Zoo Society leadership develop a business and marketing plan to include a plan for the Zoo to become a public and private entity. Based on the responses received during this assessment, this direction is encouraged.

4.5.0 *Organizational Structure: Macias Recommendation*

The Macias Consulting Group (MCG), in their Report to the City Council dated September 13, 2001,

made a recommendation to the Public Works Director. The recommendation suggested that Mall, Street Tree, Median, and Parkway Landscape and Maintenance be consolidated under the Street Maintenance Division of the Public Works Department.

Ms. Denise Callahan, the Project Director for MCG, stated that this recommendation came as a result of the functional analysis of both the Street Maintenance Division and the Parks and Recreation Department. After completing a task analysis of both, MCG determined that a consolidation of these services under the Public Works Director would "...better align and centralize related City services."

Interview with Gary Dilley, Streets Maintenance Division-Public Works Department

Mr. Gary Dilley was asked to identify the strengths and weaknesses of placing the Mall, Street Tree, Median, and Parkway Landscape and Maintenance as suggested in the Macias Report under the Public Works Department, Street Division.

Mr. Dilley stated that in October 1st 2001, Public Works took over the residential street trees. The first thing he did was re-negotiate the contracts for the maintenance of the trees. On larger trees, he negotiated the costs from \$89.00 per tree down to \$58.00 per tree. In the areas of the City where the trees were smaller, he felt \$58.00 per tree was too high and negotiated an hourly rate. As the result of re-negotiating the contract, there was a considerable savings to the City. Mr. Dilley pointed out when the responsibility for the street trees came over to him he only received two-thirds of the budget that Parks had for this function.

Public Works is very familiar with parks, maintenance and construction. Mr. Dilley pointed out that he maintains the Tower District, and recently provided the construction for the Mosqueda soccer

fields. He believes, in many areas, there would be greater coordination of resources if Public Works were to take over the maintenance function for the Mall, street trees, medians and parkway landscaping. Mr. Dilley cited numerous occasions where maintenance provided by Parks requires coordination by Public Works, i.e., concrete work, paving, street lights, signal lights, etc.

Mr. Dilley is currently preparing to use more inmate labor. His supervisors are being certified to do this, and he is looking for vans for transportation. The labor issues in Public Works are the same as in Parks, pointing out they deal with the same labor unions.

Other Consolidated Municipalities

To determine the feasibility of this recommendation, other municipalities were contacted that follow this suggested organizational format. As an example, the City of Port Hueneme is a seaside community in Ventura County, California. Port Hueneme is located 60 miles northwest of Los Angeles and 40 miles south of Santa Barbara. The City has a population of 23,500, and has eight Divisions under their Public Works Administration Division, including Landscape and Median Maintenance Divisions. The Landscape maintenance Division is responsible for maintaining four City parks, approximately 33 acres of turf, 4,000 trees owned by the City on public right-of-ways, and 37 street medians.

The recreation programs are under a separate department for the City of Hueneme. Recreation programs provide activities and community services for a wide variety of ages and interests. Programs and classes include youth sports, senior services, special events, lifeguard services, Hueneme Beach Festival, and Cultural Arts in the Schools. The Recreation Director is responsible for planning, developing, administrating, directing, and evaluating programs and services.

Another example of a municipality that has successfully separated their parks maintenance and recreation functions is the City of Laguna Niguel in the heart of South Orange County. Laguna Niguel is a 13.8 square mile planned community with a population of 60,108. The Public Works Department is responsible for parks maintenance for the 541 acres of grounds in the City's 24 public parks. The City also contracts with a private contractor for all median and public slope maintenance. The City is also responsible for capital improvement projects including all projects that take place in public parks and effect medians and public slopes.

Although entitled the "Parks and Recreation Department", The City of Laguna Niguel relegates maintenance to Public Works and vests responsibility for the planning and administration of all City recreation programs and activities, including aquatic activities, youth and adult sports, various teen events and activities for the elderly, to the Recreation Department.

There are a number of additional cities that follow this format. The City of Monterey has under the Public Works Department a Division known as Parks, Forestry and Cemetery responsible for parks maintenance. Cities such as Redondo Beach California and La Mesa have Public Works Departments with a Parks Division having the primary responsibility of maintaining all public landscaped areas and landscaped traffic islands.

Other Comparative Cities

The following cities, similar in size to Fresno, were contacted to determine what parks, street tree, and median maintenance functions were accomplished in which Department.

City Contacted	Population	Combined Parks & Recreation Department	Street Tree Maintenance	Parks Maintenance	Median Landscaping
San Jose	1,000,000	Parks, Recreation & Neighborhood Services	Transportation	Parks & Recreation	Transportation

Santa Ana	338,000	Parks & Recreation	Public Works	Parks & Recreation	Public Works
Sacramento	400,000	Parks & Recreation	Parks & Recreation	Parks & Recreation	Public Works
Oakland	402,000	Parks & Recreation	Parks & Recreation	Parks & Recreation	Public Works
Long Beach	462,000	Parks, Recreation & Marine	Public Works	Parks & Recreation	Public Works
Bakersfield	259,000	Recreation & Parks	Recreation & Parks	Recreation & Parks	Public Works

Recommendation 4.5.0: It is recommended that The Parks & Recreation Department and the Public Works Department move forward with the recommendation made by the Macias Consulting Group to consolidate Mall, Street Tree, Median, and Parkway Landscape and Maintenance services under Public Works.

Chapter Five

Safety

5.1.0 General Issues

During the assessment, the question of safety was asked in Employees surveys , in the Community Leader interviews and in the community forums. Question #5 of the community leader interview asked, “Do you feel safe while going to the Zoo and/or using Parks and Recreation facilities?” The survey also asked, “Do all parks have adequate supervision and police protection?”

Of the 71 leaders interviewed, 69% indicated they felt safe. Of those, however, 17 of the respondents who advised they felt safe, qualified their answer with the following comments:

- Eleven stated they felt relatively safe or felt safe for the most part, some felt safe during the day and not as safe at night.
- One respondent mentioned having a Community Service Officer on the park grounds helped make the parks safer.
- Six of those who responded yes, claim they felt safe in the park with the exception of the Roeding Park restrooms.

25% of those interviewed advised that they did not feel safe in the Cities Parks and Recreation facilities.

In the Parks Supervisor I survey, question 6 asked, “What are the most frequent concerns you receive from the public about Parks?” 100% of the Supervisor I’s responded that questions about graffiti and drug dealing were the most frequent comments from the public regarding safety.

In the Recreation Employee surveys, they were asked, “..Are there any barriers within your Department that restrict your ability to perform at your best to provide quality recreation to the public?”

60% of the top five responses dealt with public safety and included the following comments:

- 26% responded they spend too much time having to maintain discipline and control in the park facility.
- 26% felt there was lack of Police presence.
- 26% felt there was a need to have a faster response by Police.

Employees were also asked “What work activities do you spend too much time doing?” 28% (30 out of 108) responded that too much time was spent policing the facility and parks.

5.1.1 Safety: Issues Identified During Community Forums

During the assessment period, seven community meetings were conducted in each of the City Council Districts in Fresno to obtain representative comments from a broad cross-section of the community. Although extensive efforts were made to publicize the meetings, a total of 86 people attended these meetings.

A question posed to the residents attending the Community Forum meeting was, "What are your specific expectations from Parks, Recreation and Zoo Divisions?" In six of the seven meetings, safe parks and policed parks was the number one response. In the remaining districts, safe parks was their third priority issue.

Participants were asked, "Do you feel safe while going to the Zoo and/or using Park and Recreation facilities?" Another question posed was, "Do all parks have adequate supervision and Police protection?" The responses were as follows:

- | | |
|----------------------------|--|
| <u>District #1:</u> | Do not feel safe at Roeding Park, i.e. restrooms. Parks need additional lighting. |
| <u>District #2:</u> | Not meeting expectations of safety, i.e. restrooms. |
| <u>District #3:</u> | Nine out of 12 felt relatively safe but wanted additional supervision at parks and better police response. |
| <u>District #4:</u> | Ten out of 11 felt safe in parks and supervision adequate. |
| <u>District #5:</u> | All felt safe at parks, supervision adequate. |
| <u>District #6:</u> | Majority did not feel safe at parks, some felt that the North end parks were somewhat safer. |
| <u>District #7:</u> | Safe during the day time, but not as safe at night due to lack of police and supervision. |

Statements offered during the community meetings by participants suggested that participants generally felt safe during the day but not at night. They also commented they had no personal experience to report but there was a common perception that Fresno parks are unsafe at night. It was also pointed out that generally the parks are as safe as the surrounding neighborhoods. One of their greatest concerns were the bathrooms at Roeding Park as a direct result of recent media attention and articles in the Fresno Bee outlining the unlawful sexual activities that took place in those bathrooms.

5.1.2 Safety: Calls for Police Service

In the year 2001, there were a total of 3,063 calls for service in the parks in the City of Fresno. Included in these figures were also Courthouse Park, Calwa Park and San Joaquin River. The park calls for service included everything from assisting a citizen to robberies and rapes. As a comparison, during that same time, the Fresno Police Department handled 320,013 calls for service

citywide. Of these total calls, less than 1% originated from parks or recreation facilities. A full time police officer handles between 1200 and 1400 calls for service per year. As a result, it requires 2.2 and 2.5 FTE police officers annually to handle calls for service in parks and at recreation facilities for one year.

Other factors that impact this data include:

- Many of the parks are unsupervised and the activity can take place without being properly reported.
- Romain Playground houses the PAL program, including police officers and a supervisor assigned at this location. Romain had 98 calls for service in the year 2001. This activity is due, in part, to police officers assigned to the park pro-actively taking action as suspicious or criminal activity is reported or observed.
- The number of calls for service at specific locations can be heavily influenced by willingness of the Recreation Leaders to call the police when needed.

5.1.3 Safety: Recreation Leaders

In discussion with Recreation Leaders and the Recreation Manager, it was learned that Recreation Leaders can be very hesitant to call for police assistance for two reasons;

- **Slow Response:** Police are slow to respond because generally the activity that is being reported is a low-level crime or disturbance. This type of call is given a lower dispatch and response priority than violent crimes or crimes in progress.
- **Retaliation:** When police respond, they generally contact the Recreation Leader who is the reporting party. When officers leave, the Recreation Leader is left vulnerable to retaliation from the people in the neighborhood.

Recreation leaders who are unarmed, inadequately trained to deal with criminal activity, and who have no means to communicate when an emergency arises, many times feel reluctant to confront and report these situations, perpetuating the problem.

5.1.4 Safety: General Plan Requirements

In addition to the perceptions and concerns of the public, the 2025 City of Fresno General Plan makes certain requirements. Under the policy statement of section F-3, the department must "...promote safety, attractiveness, and compatibility between parks and adjacent residential areas through proper design, adequate maintenance and supervision to enforce park regulations." The bulleted points beneath this statement suggests the City consider on-site security personnel, and/or routine law enforcement patrols as well as the installation of additional security lighting for parking, points of access, and building areas at all public recreation and park sites.

5.2.0 Safety: Training Issues

According to the Recreation Manager, the only training received by the recreation leaders to handle criminal activity was a one-hour class approximately three years ago on recognizing gang activity. They were also given information on how to deal with gang behavior. This training was presented by the Police Department.

The Department's Strategic Plan, pursuant to Goal "J," requires managers to develop and fund a training plan tailored to specific job functions and employee goals and capabilities. With a collaborative effort with the Police Department to provide safety training for recreation personnel, this objective can be met even though the current budget may not support full implementation of this objective. Community leaders, in interviews, have commented that because recreation leaders do not control low-level incidents, the park/recreation facilities seem unsupervised and become open to additional problems.

The "Broken Window Theory", a 1996 thesis offered by two well-known sociologists, George Kelling and Cynthia Coles, suggests that many law enforcement agencies have adopted a crime fighting philosophy that reduces major crimes by controlling minor disorders and addressing the quality of life issues absent where blight and minor crime occurs. The thesis rests on the premise that crime will flourish in areas where relatively small issues like littering, graffiti, and poor conditions are left unattended. This concept could easily be taught to key managers, and implementation strategies put in place to identify, report and address these conditions as a means of combating the negative public perceptions of safety in the parks.

Recommendation 5.2.0 The Recreation Manager should coordinate and present additional training in supervising and controlling the activities that take place in the park to benefit the Recreation programs. Managers should also consider ways to implement "Broken Window" theory applications.

5.3.0 Safety: Police Department Collaboration

Parks and Recreation needs support from the Police Department to increase safety and the perception of safety in the parks. The following recommendations address safety issues developed during the assessment, and provide the collaborative framework to improve conditions at Parks and Recreation facilities.

Recommendation 5.3.0(a) The Police Athletics League (PAL) and the Recreation Division should collaborate to expand existing PAL programs, and develop new activities into other parks and recreational facilities.

Recommendation 5.3.0(b) FPRCS should explore ways to fully implement the "Adopt a Park" program as stated in their Strategic Plan by approaching not only businesses and clubs, but also including District Police officers, neighborhood organizations and individual citizens as potential resource for this program.

Recommendation 5.3.0(c) Consideration should be given to allow Recreation Leaders to carry Police Department radios, for immediate contact with police personnel during emergencies. This should be publicized as a safety feature to increase participation.

Recommendation 5.3.0(d) FPRCS should explore the use of alternate policing, Citizen Patrols, or Neighborhood Watch groups, or private security to increase security and crime prevention at the parks.

Recommendation 5.3.0(e) FPRCS should continue to plan and modify park design to include placing police call boxes and report writing stations in parks, upgraded lighting and landscaping which will promote Crime Prevention Through Environmental Design.

Recommendation 5.3.0(f) It is recommended that the City Manager's Office establish a

Parks Safety Committee to include Police Department staff and FPRCS personnel. This Committee should meet regularly to identify safety issues and develop interdepartmental strategies. The committee members should be held accountable for maintaining a safe environment for City parks and recreation programs.

During this assessment, there was a well publicized police operation conducted at Roeding Park revealing unlawful sexual activity in the restrooms. These subsequent arrests were highlighted in both the print and video media. The community leaders, the public who attended community forums, and Parks and Recreation employees all commented on the problems at the Roeding Park bathrooms. The activity in these restrooms has a direct effect on the public's feeling of safety while using parks.

Recommendation 5.3.0 (g) It is recommended that the bathrooms at all parks be evaluated for structural and design changes that would discourage this criminal activity as well as increase supervision and inspection of these facilities.

Chapter Six

Communications

6.1.0 *Communications: General Issues*

One of the most basic tenants of organizational management as well as interpersonal relations at work, is the ability to communicate effectively.

Effective communications are those communications which accomplish the goals of the organization, provide two-way feedback, and disseminate accurate information, task expectations, and job performance information. Effective communications models increase productivity, and promote interactive work environments in which employees have higher levels of job satisfaction. The Parks, Recreation and Community Services Department's Strategic Plan has as one of its Goals, the improvement of both internal and external communications. Objective "b" of this goal specifically speaks of "enhancing the delegation of authority and growth opportunities for staff."

Toward this end, the Department is currently in development of a training program designed to enhance leadership and customer service protocols. Although this program is not completed, once implemented it may address some of the problematic communications issues that were reported as a result of sensing interviews, surveys, and during observations of various facets of this assessment.

As a part of the comprehensive scope of this assessment, the assistant to Dr. Mathis' office, Janice Schreuder, conducted sensing interviews with 25 staff members. Some of the comments during these sensing interviews indicated a need for improved communications and included:

- "Major change needed in the department, should be better internal communication on what is going on currently."
- "More inclusion regarding the future and reduction of rumors."
- "Better communication needed in responsibility for supervision and carrying out goals"

and objectives.”

In addition to the sensing interviews, employee surveys expressed that “there was a lack of timely information, communication between supervisors and employees,” and that “there is need for more feedback from supervisors.”

Observation of communications in FPRCS confirm the sensing interview and survey results. An observation of FPRCS staff meeting over the four month assessment process bears this out. These staff meetings generally occur each Monday at 11:00 a.m. The meetings involve the managers and administration of Parks, Recreation and the Zoo. The Supervisor II level is invited to attend. Frequently, however, these meetings are canceled. The meetings that do take place are generally very short, with a limited exchange of information, minutes are not taken and there is no accountability for assignments that are given or time lines established.

The Supervisor II's are invited to attend, but are only required to be present at one meeting each month, on the date of their choosing. This results in many missed meetings and an inability to pass information in a timely and accurate manner throughout the organization. During the assessment period, a consequence of this problem became evident.

A recreation employee planning an event at a park in Southeast Fresno was unaware that a major repair of the playing fields was scheduled during that same time period. This occurred because of poor communication between the Parks and Recreation Divisions. When this came to light, the event was nearly canceled with members of the public and the Police Department becoming very frustrated. At the last minute, a street closure was obtained which allowed the event to go on the scheduled date.

Recommendation 6.1.0 It is recommended that Supervisor II's be required to attend all staff meetings to participate in the exchange of information.

Recommendation 6.1.1 It is recommended that minutes be taken at these meetings to allow the information generated to be passed to all levels of the organization.

6.2.0 Communications: Flattening the Organization

Delaying organizational structure, which has become fairly common as organizations strive to improve productivity as well as workplace communication. A horizontal, rather than pyramid structure not only allows greater worker empowerment, but also makes communicating vision throughout the organization an easier task. A flattened organization requires fewer managers, is less bureaucratic, and can produce more cross-functional employees.

This statement is consistent with increasing efficiency and Goal M of the Department's Strategic Plan which calls for increased organizational efficiencies. Objective "A" under this Goal requires the Department to evaluate the organization regarding restructuring and assignment of responsibilities at all levels. Based on a thorough cross organizational analysis, the Department should develop and implement a new configuration and responsibilities.

Effective communication, as was reported repeatedly by Department employees and staff, is further aggravated by the number of levels within the organization, six in all. At the top of the organization is the Director who has a Management Analyst II that reports directly to him. In the organizational chart, the Parks, Recreation and Zoo Managers report to the Assistant Director. This was recently changed by the FPRCS Director so that the Zoo Manager now reports directly to him.

This, in effect, flattened that portion of the organization, bypassing the Assistant Director. In addition, informal lines of communication have been established between the Parks and Recreation Managers who were frequently observed going directly to the Department Director for information, advice and assignments which coincides with the flattening approach to improving communications. Formal adoption of this practice would alleviate inconsistent communication which create problems in information transmittal and accountability.

Recommendation 6.2.0 It is recommended that a restructuring of the reporting relationship of the Assistant Director position would improve the internal communication and reduce the layers of supervision by flattening out the organization of the Department.

6.2.1 Communications: Voicemail and Email

Communication is further complicated by the fact that no one below the Supervisor I level has voice mail or e-mail access. This significantly limits the Department's ability to pass information down to the levels of the organization in a consistent manner. This is a significant problem for recreation supervisors who only see recreation leaders two to four times each month and for other employees who, because of varied schedules to meet the needs of recreation activities, do not have the benefit of face to face communications with supervisors.

Recommendation 6.2.1 It is recommended that voice mail be provided for all FPRCS employees.

Chapter Seven

Parks Space

7.1.0 Parks Space: *Existing Areas and Future Development*

During the recent assessment of Parks, Recreation and Zoo, parks users, members of the public who attended public forums and Community Leaders were asked if there were sufficient parks space in the City of Fresno. Below are the results:

Park Users Survey

- Yes, 91%, 9% No.

Community Forum

- Yes, 35%, 65% No.

Community Leader Survey

Community Leaders were asked through a survey instrument what their specific expectations from Parks, Recreation and Zoo divisions were, and 26% indicated, "...to provide sufficient park space, develop new space, and equal distribution of parks within the community." The survey also asked the Community Leaders to identify in what areas are the Parks, Recreation and Zoo divisions were not doing a good job of meeting these expectations. The response data determined that 21% of those surveyed stated that Fresno needs additional parks as well as open-space beautification projects with more parks being developed in low-income areas.

In addition the Community Leaders were asked if they believed FPRCS could be doing better or differently in order to more completely meet their expectations. 12% of the respondents indicated funding needs for additional parks, increased park space, increased walking trails, and the development of additional BMX and skate parks for school age activities, and additional basketball courts for increased recreational activities.

7.1.1 Parks Space: *Trust for Public Land (TPL)*

The Trust for Public Land (TPL), has presented its draft report for review by FPRCS. This report is not yet published. Facts and figures in the report are being verified. The draft report compares the City of Fresno with numerous other cities in the nation of similar size and population. In the category of acres of park land per 1,000 residents by place, The City of Fresno, for the purposes of this study, is categorized as an Intermediate-High Population & Place density level. The study compared the existing park sites in 16 like cities. The preliminary findings are as follows:

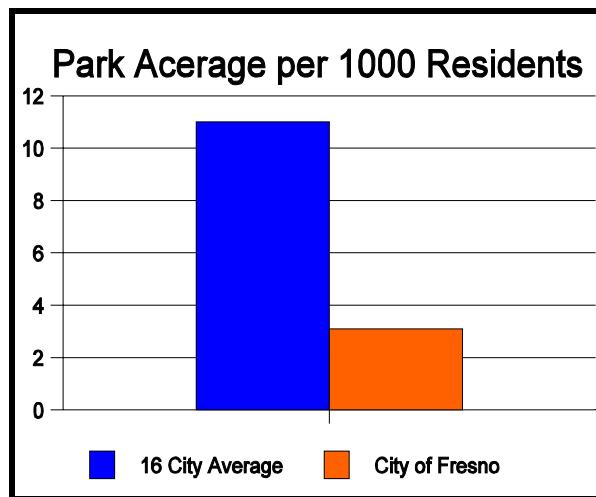
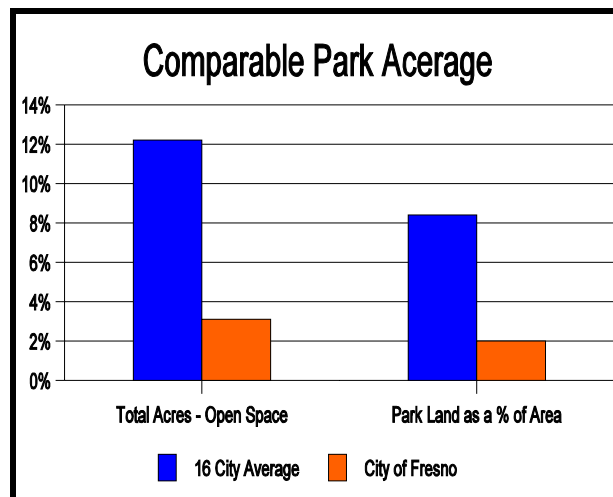
As indicated by the graphs, the City of Fresno ranks 16 of 16 Cities in total acres - open space and park land as a percentage of area. In a larger scope study, Fresno ranked 54th out of 68 cities in acres of park land per 1,000 residents. Data indicates, however, that the City of Fresno has made extensive efforts to increase the land dedicated to parks over the past 30 years. In 1970, the City had 383 acres dedicated to parks. In 2002, that acreage had increased 245% to 1,323 acres placing Fresno 12th out of 48 cities in growth during that time period. The 2025 City of Fresno General Plan under Policy Statement F-1-f states “the City of Fresno will continue to pursue implementation of an open space standard of 3.0 acres of public land for every 1,000 persons residing in the city’s planning area and will ensure the development of sufficient park land in areas designated for higher density.” As the following graphs indicate, Fresno is currently meeting this standard and is projected, based on population growth and parks currently in development, to maintain this standard.

Recommendation 7.1.1: It is recommended that the FPRCS Director conduct additional research to determine whether the General Plan per acre amount is low for as compared to other cities.

7.1.2 Parks Space: Added Acreage Over The Past Five Years

The following parks and acreage have been added within the city limits over the past five years:

<u>Fiscal Year</u>	<u>Parks</u>	<u>Acreage</u>
1998	Orchid Park	5.63 Acres
1998	Granny’s Park	1.15 Acres
1998	Willow Balch Pocket Park	1.15 Acres
2000	Sugar Pine Trail	50 Acres
2001	Mosqueda Soccer Field Addition	7.35 Acres
2002	Pilibos Soccer Park	13.29 Acres
2002	Selma Layne Park	9.60 Acres



2002

Deran Koligian Park

7.06 Acres

In addition it is anticipated that in fiscal year 2003, 11.88 acres of land will be acquired for the Victoria Westland acquisition.

7.1.3 Parks Space: *Future Development*

Under the City of Fresno's current 2025 plan, there is a proposal to add the following park acreage.

Regional Parks	170 acres
Community Parks	165.48 acres.
Neighborhood Parks	120.44 acres
Fresno/Madera Flood Control District Basin Parks	291.3 acres
Total	747.22 acres

According to the Parks Division Management Analyst, currently there are no Urban Growth Management (UGM) funds collected for community parks. The Analyst reported the current level of UGM funds collected is not sufficient to acquire and develop neighborhood parks.

The City and the Fresno/Madera Flood Control District (FMFCD) are joining together, and creating a revolving fund to develop flood control basins into parks. Initially the funds will come from Proposition 12 and Proposition 40 grants to the City. Subsequent funds will come from taxes collected by FMFCD. Initially, nine (9) flood control basins have been selected for development, totaling 70 acres. The projected completion date for these first nine parks is late 2004.

7.1.4 Parks Space: *Grants*

The Department's Strategic Plan, Goal "A", Objective "b" suggests the Department increase submission of grant proposals for State, Federal and private monies including Prop. 12. This objective also suggests that FPRCS create partnerships for grant proposals with other governmental and private entities as appropriate.

Towards these objectives, over the past year the City of Fresno received a total of \$6,280,033.00 in grant money, and has an additional \$1,209,000.00 in grants pending, for a total of \$7,489,033.00. The primary source for these funds is Proposition 12 and Proposition 40 grant funds. These funds are for new parks and facilities, and for rehabilitation of older parks and facilities only. The Management Analyst assigned to the Parks, Recreation & Community Service Divisions advised there are no funds in any of these grants for operations and maintenance expenditures. Consequently, parks facilities and recreation programs have been added without an identified source of money for additional personnel.

The Department noted in the FY 03 Budget, that the grant writer being shared with the Public Works Department had, on a part-time basis, secured \$326,000 in grant funds with another \$7.1 million in pending grants that have been submitted. The Department requested that this part-time grant writer be converted to a full time position noting that there was a possibility that FPRCS could receive as much as \$9.1 million, over the next three years, under Proposition 40 monies. This is

consistent with achieving Strategic Plan Goal “A,” and to prudent fiscal management of this Department.

7.1.5 Parks Space: *Operation & Maintenance (O&M)*:

In 1998, Parks had a total of 125.25 full time equivalence (FTE's), and was responsible for maintaining 1,162.38 acres of medians, islands, buffers and parks or 1 FTE for every 9.28 acres. By 2002, the total number of acres had been increased to 1,731.46 acres and 143.24 FTE's or 1 FTE for every 12.09 acres.

	1998	2002	% of Change
Park Acreage	1,162.38	*1,731.46	48.9%
FTE's for O&M	125.25	143.24	14.3%

* This number does not include acreage maintained by Tree Fresno

Acreage to be maintained has increased by 48.9%, but the FTE's for maintenance of these new areas has only increased by 14.3%. Parks has been able to off-set this lack of growth in personnel by increasing its use of inmate labor. During the past two years, four, eight-person inmate crews have been added to perform maintenance duties. For each of these crews, Parks is required to provide one Parks Maintenance lead worker, a ten passenger van for transportation, hand tools and a port-a-potti.

During the assessment, Parks and Recreation employees were surveyed. The results of those surveys reveal a concern on their part for the lack of staff, equipment and funding.

- Park Supervisors: From the surveys conducted of Parks Division Supervisors, 57% reported there was not enough staffing to perform maintenance duties. In addition 100% indicated a need for additional specialized equipment to properly perform existing responsibilities and currently assigned tasks.
- Parks Division: Line Personnel: 61% indicated there had been additional medians added with no additional staffing. 59% reported a need for more tools and vehicles.
- Recreation Division: Recreation Supervisor: 25% reported insufficient maintenance funding.
- Recreation Division: Line Personnel: 38% reported a need for additional janitorial support.

Recommendation 7.1.5 It is recommended that FPRCS work closely with the League of Cities, the National Recreational and Park Association, and the California Parks and Recreation Society to lobby and educate the legislators regarding the need to include operations and maintenance funding in grants.

7.1.6 Parks Space: *Parks, Recreation & Community Service Division Strategic Plan*

The Parks and Recreation Strategic Plan addresses a variety of revenue sources to increase funding:

- Objective “A”, Increase fiscal and staff resources.
- Objective “B” recommends increasing submission of grant proposals for State, Federal and private monies including Proposition 12. Partner on grant proposals as appropriate.
- Parks and Recreation has been very successful in obtaining the previously mentioned grants during the past 12 months.
- Objective “C” recommends planning for special assessment to be on the ballot in 2004. Department staff are currently conducting meetings with Public Works and the City Attorney’s Office to begin this process
- The update also recommends consideration for a Bond Act.

Recommendation 7.1.6 (a) Consideration should be given to seek approval to raise the UGM fees to purchase and develop new parks, and to explore resources for operations and maintenance costs.

Recommendation 7.1.6 (b) Explore the possibilities of increasing available funding through assessment districts or a sales tax.

Recommendation 7.1.6 (c) It is recommended that FPRCS explore additional opportunities to develop collaborative efforts that are currently taking place with the Metropolitan Flood Control District to build new parks.

Chapter Eight

Marketing

8.1.0 *Marketing: Generally*

A concern for the lack of marketing for the FPRCS was addressed by Community Leaders, in the User Satisfaction surveys, in the Recreation Personnel surveys and in the Community Forums.

In the Community Leader interviews, a question was asked based upon their experience and the experience of your constituency, “What areas is Parks/Recreation Zoo Divisions doing a good job of meeting these expectations?” In response to the Recreation Division, a frequently recurring comment was that they did not know what Recreation was doing.

Under question three, “In what areas is Parks/Recreation Zoo Divisions not doing a good of meeting these expectations?” Comments were made that “....the zoo is a business disaster costing the city money when it should generate revenue,” and “..there is no business plan or marketing plan.” Under general comments regarding FPRCS, six leaders responded by saying that there “...needs to be a better marketing of Parks and Recreation and a better job of public relations.”

In the Community Satisfaction survey, 52% of the Park users responding stated they were not receiving useful information about the services provided by FPRCS. In the Recreation user survey, however, 87% who responded stated they were receiving useful information about services, and Parks and Recreation programs.

In the Recreation Line and Supervisor surveys, employees were asked “What are the most frequent concerns that you receive from the public about Recreation and delivery of services?” 48% responded the public was unaware of what programs are offered. There were seven Community Forum meetings, and in six of these meetings a concern for the lack of marketing was mentioned. Individual comments are as follows:

- Parks/Recreation Zoo should do more in the area of marketing.
- Community is not aware of what is available in Parks and Recreation.
- Parks and Recreation need to do a better job of marketing programs.
- Marketing services so people will know what is available.

In addition to the comments of the public, employees, and community leaders, the issue of marketing has been brought up in several reports. In the September 2001 *Survey Results, Management Analysis, and Recommendations* published by the Macias Consulting Group, Inc., (Macias Report) for the City of Fresno, it was recommended to the City Manager that “to improve operating standards for the Zoo, the City Manager should immediately hire a marketing specialist.....”

The Macias Report also suggested that the FPRCS Director assign a task force to develop a marketing strategy for the Department that will increase attendance to park and recreation activities. FPRCS also had already incorporated this approach into their Strategic Plan under Goal “G” to increase public recognition and support for City Parks, open space and recreation programming.

To address this recommendation, FPRCS included the addition of a Staff Assistant position into the FY 03 budget to handle marketing and public relations activities at the Zoo. This “Unfunded Need” is estimated to cost \$28,514.00 but would result in additional gate revenues and a greater flow of information to the public about these programs.

8.1.1 Current Marketing Efforts

Parks/Recreation and Zoo currently markets their programs by the following efforts:

- Activities Guide published in the Fresno Bee two times a year.
- Each summer an insert is published in the newspaper with applications for summer programs.
- Brochures have been published and are handed out.
- Banners have been created and are used during recreation functions.
- A website has been created containing information of Parks/Recreation and Zoo

- programs and locations. It also allows users to request a brochure.
- Approximately 2-1/2 years ago an official Parks and Recreation logo was created.

The last four items have been created and put into practice over the last three years. In many cases, special events that are held throughout the city, will be well attended but the general public is not aware that FPRCS is the organization coordinating and/or sponsoring the event.

8.1.2 CAFY Program

The last major marketing push for FPRCS was done in the late 70's by Director Phil Daher who put together the CAFY Program, Cultural Arts for Youth. In this program, participants were able to take field trips and tours to museums in Los Angeles, and to Chinese New Year's festivals in San Francisco. Cultural Arts for Youth also offered class in dancing, art, karate, gymnastics and aerobics. Although this program was eliminated more than ten years ago because of budget cuts, many of the people in the Community Forums as well as Community Leaders still remember this program.

Recommendation 8.1.2 It is recommended that a marketing specialist or public information person be added to FPRCS to develop a marketing strategy.

This will accomplish two very important objectives:

- To serve as a conduit of information to the public how this Department is making a positive impact on the community, and
- To increase community participation in existing programs, activities, and educational opportunities.

Chapter Nine

Director Duties

9.1.0 *Director Duties: General Responsibilities*

The prior FPRCS Director has served at City Hall as a Assistant City Manager and worked in Redevelopment. He was assigned to FPRCS as the Assistant Director. He arrived with a long and successful record for managing and completing capital projects. His projects include the repair of the Convention Center parking structure and the new City Hall, to name two.

As the Assistant Director, he was assigned capital projects and has been very successful in building six new parks, the skate park and median island enhancement. When promoted from Assistant Director to Director, he kept the responsibility of managing capital projects. The benefit of these capital projects and improvements to the City are significant.

Although capital projects is an important facet of the Department, overall efficiency and management may dictate this function be apportioned to other members of the senior management staff so that the Director can concentrate efforts on the overall performance of the Department. The 2025 Fresno General Plan pursuant to the Parks Master Plan F-1-b Policy statement, takes this broad view by requiring the Department, and consequently the Director, to ensure that “park and recreation planning is a continuous process, with a full review of this master plan.....to consider changing priorities and conditions applicable to park acquisition, development, and operation.”

In addition to the directive contained in the General Plan, several responses to the survey questions made by the community pointed to a need to increase partnerships within the community to build additional parks and provide more recreation. Closer collaboration with Fresno City schools, Fish and Game, River Conservancy, Tree Fresno and AmeriCorp, etc., need to be formed, creating additional and closer collaborations to bring additional resources into Fresno,

which is the primary responsibility for the Director.

This sentiment is echoed in the FPRCS Strategic Plan for the Department under Goal “C” which requires the Department to enhance partnerships to increase available resources, achieve more effective utilization of existing resources and facilitate expansion of programs and services.

To meet this goal, FPRCS has worked extensively with Metropolitan Flood Control District to develop joint Basin Park sites, worked extensively with Parkway Trust and San Joaquin Conservancy to develop plans for public access enhancements for Lewis S. Eaton Trail, and has continued to develop relationships with the School Districts through participation with the “After School Consortium,” and the Mayor’s Office of Education. The benefits of these efforts will pay significant dividends in years to come. These programs, however, can be expanded upon by divesting the Department Director of hands-on responsibility over capitol projects and allowing more time for administration of equally important facets of the Department including forging collaborations. This move would free up the new director’s time to bring in new resources and give direction to his managers.

Recommendation 9.1.1 It is recommended that a Management Analyst position be added to the Department, and that responsibilities for management and administration of capital projects should be transferred to this position.

Chapter Ten

Tree Fresno

10.1.0 *Tree Fresno: General Issues*

Tree Fresno was the contract recipient for the maintenance of all the median islands and buffers south of Dakota Street in 1998. Tree Fresno sub-contracts many of these median islands, buffers and some of work is completed by volunteers for Tree Fresno. The fees paid under this arrangement with Tree Fresno is the same amount per acre that the Parks Division receives. This program is the City of Fresno's first attempt at privatization with FPRCS. There are a few reported problems with this program which are outlined below.

10.2.0 *Tree Fresno: Kings Canyon and Huntington Boulevard:*

Numerous complaints were received by FPRCS regarding the care of Huntington Blvd. and Kings Canyon Blvd. These complaints included problems with irrigation, weeds, trash, dead and dying plants, trees and grass. Councilman Quintero's office became involved in this concern and requested the City of Fresno take back the maintenance of these two locations. In order to allow Tree Fresno to continue in its contract, the acreage on Kings Canyon and Huntington Blvd. was re-assigned to City Parks. Tree Fresno was given the responsibility of additional acreage in another section of the City. In his leadership interview, Councilman Quintero's Council Aid, Council Elect Dages, reported there was an immediate improvement noted when Fresno City Parks took back the maintenance of Kings Canyon and Huntington Boulevards.

10.3.0 *Tree Fresno: Complaints*

The Parks Division has the sole responsibility of maintenance in City parks. In addition to parks, however, there are medians, buffers and trails that are maintained.

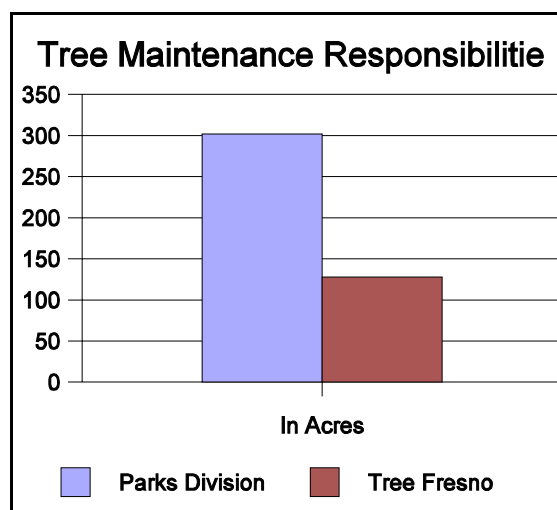
This maintenance is divided between Fresno City Parks and Tree Fresno. Below is a breakdown

of the acreage:

• Trails,	51 acres
• Landscape, Lighting and Maintenance District, (LLMD),	83 acres
• Community Facility District 2,	32.09 acres
• Community Sanitation	101.12 acres
• Landscape strips,	82.92 acres
Total acreage:	430.16 acres

Of the total acreage, the Parks Division maintains 301.80 Acres (71% of the total acreage) while Tree Fresno maintains 128.36 acres (or 29% of the total acreage).

Between November 1, 2001 through November 30, 2002, there were a total of 585 complaints regarding the maintenance of medians, islands and buffers. Below is a breakdown:



Total Complaints (11-1-01 Through 11-1-02)

Fresno City Parks	325 Complaints	56%
Tree Fresno	<u>260</u> Complaints	44%

Total 585 Complaints

Complaints by type:

	<u>Parks</u>	<u>Tree Fresno</u>	<u>Total</u>
Water	170	156	326
Weeds/trash	44	27	71
Dead Plants*	42	38	80
Other **	69	39	108

* Includes dead and dying plants, trees and turf.

** Includes requests for replanting of shrubs, trees and/or limbs down, tree trims, visibility, graffiti and damage caused by vehicular accidents.

Tree Fresno maintains 29% of the median buffers and trails, yet accounts for a disproportional 44% of the complaints that come into the Parks and Recreation Department.

There are some possibilities that may account for the disparity in the number of complaints Tree Fresno receives. The areas that Tree Fresno are responsible for have older irrigation systems and older plants. Some of the areas may also be experiencing additional vandalism.

Recommendation 10.2.0 It is recommended that the terms and conditions of this contract need to be reviewed and reconsidered by FPRCS.

Chapter Eleven

Ancillary Duties

11.1.0 *Ancillary Duties: General Issues*

Currently the FPRCS has added responsibilities that create a drain on other resources, but are not related to the operations and maintenance of Parks and Recreation, or of the Zoo. They are as follows:

11.2.0 *Ancillary Duties: Memorial Auditorium*

Currently Parks personnel provide janitorial services for the Memorial Auditorium. A supervisor for recreation is in charge of taking reservations for the facility, drawing up contracts, and compliance with insurance requirements. This supervisor also facilitates the relationship between Veterans and the Children's Musical Theaters. Their responsibilities include repairing equipment that breaks down and acquisition of new equipment.

It was reported that no current employee in the Recreation Division has the experience required for theatrical and stage management; however, they're still responsible for coordinating many of the events and ensuring that needed equipment is purchased and the repairs are made. Because of the lack of expertise in this area, there is no vision for the improvement or expansion of the theater's use. The Memorial Auditorium is a historical landmark in Fresno that needs a staff of professionals in the entertainment and convention profession to create a vision that would improve and expand the uses for this theater.

Recommendation 11.2.0 Responsibility for the Memorial Auditorium should be transferred to the Convention Center.

11.3.0 *Ancillary Duties: Social Services*

Each year, the City of Fresno provides grant monies for thirty to forty social service programs throughout the City. Prior to 1996, the Community Services Division of the FPRCS worked with a committee and reviewed all the applications for grants, making recommendations to the City Council for funding. At that time, a supervisor position had half-time responsibilities for this function. In 1996 the position was removed.

Currently the Human Relations Commission collects applications and makes recommendations to the City Council for social services funding. City Council selects which social service agencies will receive funding. FPRCS prepares the contracts with the agencies and distributes funds. The various social service agencies that receive funds are required to provide monthly and quarterly reports. These reports are reviewed and funds are distributed on a quarterly basis, and Recreation does not visit the various social services sites.

Recently, the City of Fresno audited one of the recipients of social services money. Recreation was criticized for not monitoring the organization closer. This is due, in part, to the lack of staffing required to perform this function.

11.4.0 *Ancillary Duties: SPCA*

The contract with SPCA to provide services to the City is managed by FPRCS. This requires staff time in an area that is outside of FPRCS responsibilities or control. The Finance Department has the expertise and staff to better view the quarterly reports and deal with problems that are identified in these reports, including issues with the accounting practices of the various services who receive money.

Recommendation 11.4.0 The Social Services and SPCA contract responsibilities should be moved to the Finance Department.

Chapter Twelve

Vehicles

12.1.0 *Vehicles: General Issue*

A need for additional vehicles was indicated in surveys completed by Parks and Recreation Supervisors as well as line personnel.

12.2.0 *Vehicles: Supervisors:*

The question was asked in Supervisory Staff surveys for the FPRCS Divisions, “What resources could be provided to improve efficiency and quality of service you deliver?” 100% of the Parks Supervisors indicated, trucks, specialized equipment, tractors and loaders were needed to meet existing job requirements.

38% of the Recreation Supervisors indicated transport vans were needed to transport children to activities and between recreation sites as a means of increasing attendance and participation at these events.

12.3.0 *Vehicles: Parks/Recreation Line Personnel*

In response to Line Personnel survey instruments which asked, “What resources could be provided to improve efficiency and quality of service you deliver?” 46% of the Recreation Personnel indicated transportation vehicles were needed and 59% of the Parks personnel responded that additional vehicles and tools should be obtained.

The Recreation Manager advises that in the recent past, recreation sites were provided with vans to transport participants in league sports to different sites to compete. This practice was discontinued because of concerns for the liability of transporting minors to various locations within the City. He acknowledges, however, that it has had a serious impact on providing league sports

and competition between the various recreational sites. The difficulty that has arisen is many of the participants come from households that are living well below the poverty level and do not have vehicles to transport their children to the various recreational sites, which would allow them to participate in team sports.

Recommendation 12.3.0 It is recommended that FPRCS work with Risk Management to explore methods of providing transportation while limiting the City's exposure to liability.

Chapter Thirteen

Restrooms

13.1.0 *Issues Raised*

During the assessment process, repeated comments were made regarding the cleanliness of the restrooms in the parks and recreation facilities by the park users, recreation users, community leaders and members of the public who attended community meetings.

- Park Users: 28% of the park users commented on the lack of cleanliness of the facilities and all of the comments were directed towards the condition of the restrooms.
- Recreation Users: 23% felt that the facility cleanliness was poor and a significant number of the additional comments included the fact they felt the restrooms were dirty.
- Community Leader Interviews: When the community leaders were asked, “In what areas are Parks not doing a good job of meeting these expectations?” they responded by stating that restrooms need better maintenance, no weekend staffing (7%).
- Community Meetings: In four of the seven community meetings held, community members commented, when answering question #3, “In what areas are Parks not doing a good job of meeting these expectations?” they indicated the bathrooms in Parks and Recreation facilities are not properly maintained. In addition, when Recreation employees were asked what work activities they spent too much time doing, 18% of them indicated “janitorial work.” When asked “what tasks they currently perform that they don’t believe they should be doing?” 22% indicated, “janitorial work.”
- The Parks Manager advises that his work crews go through the bathrooms for cleaning one time each day, including weekends.

Objective F-3 of the 2025 Fresno General Plan states the “...city will make every effort to ensure that park and recreational facilities make the most efficient use of land, that they are designed and

managed to provide for convenience, health, safety and pleasure of the intended users; and that they represent positive examples of design and energy conversation.”

This mandate is consistent with the expectations of the community, the employees, and the community leaders who all expect the restrooms in the City’s parks and recreation facilities to be clean, and managed so they stay clean and safe for public use.

Recommendation 13.1.0: It is recommended that staffing levels be adjusted so that bathrooms in parks and recreational facilities can be cleaned a minimum of three times a day on weekends.

Chapter Fourteen

Recreation Leader Positions

14.1.0 *Recreation Leader: General Issues*

Several complaints regarding the recreation leaders were noted during the assessment process. Complaints were recorded in the Supervisor I survey and in the community leader surveys.

14.1.1 *Recreation Leader: Supervisor Survey Response*

In response to the question “are there any barriers within your department that restrict your ability to perform at your best to provide quality recreation?” One supervisor stated, “...supervising permanent/intermittent employees who are limited in what they will do, makes it difficult to lead or and motivate them. Some of these employees openly state they “will only perform what they quantify as full-time duties, when they become full-time employees.” Recreation leaders are permanent/intermittent employees. They work a 32-hour week and have limited benefits based on their number of hours worked in a week.

14.1.2 *Recreation Leader: Community Leader Survey*

In response to the question “what areas are the Recreation Division not doing a good job of meeting expectations?” 7% of the respondents indicated there was a lack of supervision for recreation employees. 5.6% stated Recreation Leaders were not enforcing rules or supervising behavior around the restrooms. 4.2% said recreation employees “..need training, skill improvement and are not qualified.”

14.1.3 *Recreation Leader: Recreation Employee Survey:*

22% of the recreation employees responded “janitorial work,” when asked what tasks they perform that they don’t feel they should be doing.

The Recreation Manager advises that Recreation Leaders frequently complain to their union when asked to do any janitorial or maintenance at recreational facilities, complaining that it is not within their job description.

There are various opportunities to have additional help at recreational sites and parks. This can be through various volunteer programs, churches, scouting, etc., or through inexpensive labor with AmeriCorp. The Recreation Leaders will not, however, supervise any of these resources. According to their manager, they will also complain through their union that supervision is not a part of their duties. As a result, many opportunities are passed up because of an inability to supervise and direct volunteers, and acquire inexpensive labor.

14.1.4 Recreation Leader: Recreation Leader Job Description

Class Definition

Under supervision, plans, organizes, monitors, conducts, evaluates and instructs in athletic games, arts, crafts, special events and related recreational activities.

Distinguishing Characteristics

Incumbents confer with supervisors, teachers, parents, students and civic groups regarding desired recreational activities, develop and implement specific events, maintain facilities, equipment, attendance and activity record, assure that rules and regulations are followed in athletics, games and related recreational activities and may provide direction to volunteers and summer youth employment workers.

Typical task: This list is neither inclusive nor exclusive, consequently this information may not reflect central functions for this class.

- Plans, organizes and conducts recreational and related activities. Actively participate in the promotion of recreation programs. Issues and collects equipment.
- Assists in the maintenance of buildings, equipment and grounds including restroom facilities and providing for the safety of all participants.
- Prepare ball fields to the required standards including watering and chalking.

- Monitors wading pool activities.
- May administer first aid and complete accident reports.
- Maintains and prepares reports and records as required.
- Assists in the evaluation of activities and recruitment of volunteers.
- Perform related duties as required.

This description does seem to support the Manager's direction that Recreation Leaders maintain parks and facilities by cleaning up play fields and restrooms as needed. The Recreation Leader position is a part-time, intermittent position (32 hours a week). Based on the comment by the supervisor and comments by community leaders, there may be a group of recreation leaders who are unhappy with their status as part-time, intermittent employees. It appears that these employees may be unwilling, as reported by management, to perform any duties other than strictly recreational duties.

Recommendations 14.1.4 FPRCS should seek an opinion from Labor Relations to determine if, under the current job description, Recreation Leaders can be assigned to maintenance and janitorial type duties and the supervision of volunteers and other outside help.